

JULY

NINTH YEAR — No. 100

International Review of the Red Cross



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INTERNATIONAL REVIEW OF THE RED CROSS

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CONTENTS

	Page
Protection of Victims of non-international Conflicts	343

*

INTERNATIONAL COMMITTEE OF THE RED CROSS

Help to War Victims in Nigeria	353
Lagos: ICRC Tracing Service	365

*

IN GENEVA

OAU - ICRC Meeting	368
Two ICRC publications	368

*

Geneva Conventions in African Schools	370
---	-----

*

IN THE RED CROSS WORLD

<i>In preparation for the XXIst International Conference of the Red Cross.</i>	374
<i>World Red Cross Day</i>	380
<i>France</i>	381

*

MISCELLANEOUS

<i>A Henry Dunant Museum at Heiden</i>	383
<i>Prisoners of War in Ancient Greece</i>	385
<i>Protection of Cultural Property</i>	387

*

BOOKS AND REVIEWS

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FRENCH EDITION OF THE REVIEW

The French edition of this Review is issued every month under the title of *Revue internationale de la Croix-Rouge*. It is, in principle, identical with the English edition and may be obtained under the same conditions.

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SUPPLEMENTS TO THE REVIEW

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SPANISH

XXI Conferencia Internacional de la Cruz Roja — Instituto Henry Dunant (La investigación — V. S.) — Las Naciones Unidas y el Protocolo de Ginebra — Asistencia jurídica a los refugiados — La ayuda a los lisiados.

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PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS ¹

The question of the protection of victims of non-international conflicts was one item on the agenda of the XXth International Conference of the Red Cross at Vienna in 1965 which adopted a Resolution, No. XXXI, urging the ICRC to continue its work with the aim of strengthening Red Cross humanitarian assistance to such victims. The same Resolution recommended governments of States parties to the Geneva Conventions and National Societies to support these efforts in their respective countries.

It must be recognized that since the adoption of the 1949 Geneva Conventions most of the armed conflicts which have disturbed the peace of the world, with millions of victims, have been internal wars, those between different States being rare.

It will therefore be readily understood that the continued interest of the Red Cross as a whole is for the improvement of the plight of victims of these conflicts.

I. THE MISSION OF THE RED CROSS

a) National Red Cross Societies

The role which the National Society may fulfil in internal armed conflicts has been studied on numerous occasions, particularly at a Seminar, which took place in August 1963 in Geneva, on the activity of the Red Cross for the benefit of victims of armed conflicts.

¹ Report to be submitted by the ICRC to the XXIst International Conference of the Red Cross, Istanbul, 1969.

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

The ICRC also took up this question in a report it submitted to the XXth International Conference. It is therefore no doubt needless to revert to it. However, there is one point which deserves further examination, namely the position of Red Cross organizations which carry on or which are set up in territory held by insurgent forces. As has often been said, there can be no question of recognizing a new National Red Cross Society in time of conflict. However, many International Conference resolutions have encouraged the ICRC to maintain, consistent with its usual practice, *de facto* relations with these organizations. We might even go further. Whilst not recognizing these organizations, the ICRC could inform all National Societies and the League of the existence of a Red Cross organization operating in territory held by insurgents, provided of course that that organization offers adequate guarantees and intends to abide by Red Cross principles. As in the case of notifications of recognition, the information given to National Societies would include details on the persons at the head of the organization, its headquarters, its activities and, possibly, its various branches. Naturally, this communication would specify that the organization in question might later be recognized.

On the other hand, it does not appear possible for the ICRC or National Societies to maintain even *de facto* relations with groups set up under the name of the Red Cross outside national territory but not operating on that territory.

b) International Committee of the Red Cross

The ICRC's work in this field is known particularly through its annual reports and it is probably not necessary to describe it here. However, under the following chapter entitled "Possible Developments", information is given on action taken by the ICRC in this field to go beyond article 3 of the 1949 Geneva Conventions.

c) League of Red Cross Societies

The League of Red Cross Societies which is in close contact with each National Society does, of course, maintain the connection with Societies in countries where internal armed conflict breaks out. If that Society so requests, the League may provide it

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

with temporary assistance, particularly by delegating experts to help it meet the increased responsibilities to which the situation gives rise.

In co-operation with the ICRC, the League might act likewise for the benefit of Red Cross organizations which continue to operate or are newly set up in territory controlled by insurgent forces, as soon as the ICRC has conveyed the information mentioned above with respect to those organizations even though they may not be members of the Federation.

II. POSSIBLE DEVELOPMENTS

We shall consider to what cases humanitarian regulations should be applicable and also the provisions of those regulations.

A. Application

1) It has happened several times in internal conflicts that governments denied the existence of a conflict to which the common article 3 of the four 1949 Geneva Conventions applied. They claimed that only national law applied to the situation. It has also happened that insurgents refused to consider themselves bound by article 3 and stated they could not apply some or any provisions of that article, particularly when they resorted to terrorism as a weapon.

If this situation is to be remedied, governments must be convinced that it is not for them to decide without appeal whether or not the situation is one of armed conflict involving the application of article 3. This article does, of course, leave considerable discretion to the legal government, but the article itself states that it is applicable in armed conflict in which armed forces are engaged in hostilities. The government must take this fact into account and may not arbitrarily decide that the armed conflict does not exist.

In addition, insurgents are assumed to know article 3, and its application by them is compulsory when conditions so require. Those provisions—and herein lies the revolutionary innovation of this article—must be applied by authorities which were not in

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

existence when the State, by ratification or accession, became a party to the Conventions. Adherence to these Conventions is binding not only on the government, but also on the population of the State concerned.

The ICRC has on many occasions urged governments and insurgents to apply the provisions of article 3 when the situation required, and it will continue to do so whenever the need arises.

2) Foreign intervention has occurred in several internal conflicts. It has taken the form of material or financial assistance; military advisers; troop contingents; all-out expeditionary forces; or authorization to volunteer corps to assemble abroad and to go to the country where the conflict is raging to serve one or the other of the parties to the conflict.

In the opinion of the ICRC, when external military intervention occurs, either on the side of the insurgents or of the government, the laws and customs of war as a whole should be applicable to the situation.

When military intervention is on the side of the insurgents, there is no doubt that the laws and customs of war as a whole are applicable. The situation is less clear when military intervention is to assist the established government.

It must, however, be admitted that by calling for or accepting foreign military assistance the government recognizes the belligerency of the adverse party which, as we know, entails the application of the laws and customs of war as a whole.

Recognition of belligerency in internal conflict is a well established legal practice. It was for instance applied in the War of Secession in America, but not, apparently, since the Boer War. It would seem proper and equitable that it be applied in the event of foreign military intervention and that the laws and customs of war as a whole should be respected by the parties to the conflict.

3) In internal disorders where all the properties of internal conflict within the meaning of article 3 are not present, the conditions in which the fighting is carried on and the number of victims—particularly of prisoners—have made it very desirable that nothing less than the provisions of article 3 be applied. However, governments and authorities concerned have often refused to do so.

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

The grounds which the ICRC puts forward to justify its humanitarian interest in these situations are the length and gravity of the conflict and the violence it engenders. The ICRC also takes into account the extent to which those engaged in the fighting are organized and the number of victims.

Consideration must also be given to the fact that the weapons available to the army and the police often, nowadays, make armed insurrection impossible, unless part of the army or of the police sides with the insurgents. Hence the many situations of serious internal tension without recourse to weapons but the consequences of which (such as arrest without trial) may be very similar to those arising in the event of armed conflicts or internal disorders.

By way of indication, we would mention that during the last eleven years, 42 governments have authorized the ICRC to visit a total of nearly 100,000 persons detained for reasons connected with situations which did not, strictly speaking, come within the purview of article 3.

Twenty of these cases involved internal disorders. The other 22 were cases of internal tension without disturbances and where detainees could therefore be considered as purely political.

The authorizations given by some governments to the ICRC delegates were not entirely without restrictions. They did not permit systematic and repeated visits to political detainees. In addition, the figure of 100,000 detainees includes a number of common law prisoners, for it often happens that penitentiary authorities do not separate the common law from the political detainees.

In all these situations, of course, the ICRC can only act with the agreement of the authorities concerned, but experience has shown that these visits have an undoubted humanitarian value and cannot in any way harm the government authorizing them. Their object is solely to examine detention conditions and perhaps provide some relief; the ICRC does not examine the reasons for detention.

B. The Provisions of Humanitarian Regulations

The regulations of concern to us are first and foremost those contained in article 3 which is common to the four Geneva Con-

ventions. This is the article which must form the basis for developments which may be deemed necessary and possible.

Before examining desirable improvements in detail, it will be observed that article 3 itself stipulates that parties to a conflict should endeavour to bring into force, by means of special agreements, all or part of the other provisions of the Conventions. This is a possibility which should by all means be encouraged. That is why the ICRC is contemplating the drawing up of proposals to be submitted to all parties to internal conflicts. These proposals would cover the main points of the Geneva Conventions not covered by article 3 and the ICRC would ask each party to internal conflict to pledge itself to apply them.

If consideration is given to supplementing article 3, the following are the main points which could be taken into account:

1) No provision of article 3 deals with the respect due to the sign of the Red Cross, hospitals, military and civilian medical personnel and the National Red Cross Society. It has been known during armed conflicts for Red Cross units and medical personnel to hesitate to intervene for fear of not being protected against hostilities or of being later reproached for their relief work for enemy wounded or sick.

2) In spite of several attempts in 1949, it has not been possible to introduce into article 3 any provision that those who fight fairly in the regular armed forces shall not be punished for having done so. As things are at present, a government, consistent with national legislation, may punish those who bore arms against it in an insurrection, even if they served in regular units and were perhaps obliged to enlist. This does not encourage combatants to fight openly for fear of being punished for having fought even if they have committed no other offence.

When hostilities are so extensive as to be assimilated to war, the ICRC always endeavours to see to it that captured combatants are treated in a manner as similar as possible to that provided for in the IIIrd Geneva Convention for the benefit of prisoners of war. These efforts have produced results in many cases. Moreover,

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

the forces involved soon understand that it is in their own interest to treat captured military personnel properly. It is the best way to ensure that enemy military personnel respect the laws and customs of war when carrying out hostile operations.

In this field, there has been a noticeable trend which, in 1968, culminated in a number of U.N. General Assembly resolutions on freedom fighters. In its resolution on Apartheid, for instance, the General Assembly:

Declares that freedom fighters should be treated as prisoners of war under international law, particularly the Geneva Convention relative to the Treatment of Prisoners of War of 12 August 1949 (Resolution 2396, 2 December 1968).

In its resolution on territories administered by Portugal, the General Assembly:

Calls upon the government of Portugal, in view of the armed conflict prevailing in the Territories... to ensure the application to that situation of the Geneva Convention relative to the Treatment of Prisoners of War of 12 August 1949 (Resolution 2395, 29 November 1968).

In addition, in a resolution on the International Human Rights Year, the General Assembly:

Further confirms the decision of the Teheran Conference to recognize the right of freedom fighters in southern Africa and in colonial Territories, when captured, to be treated as Prisoners of War under the Geneva Conventions of 1949 (Resolution 2446, 19 December 1968).

In a resolution on Rhodesia, the General Assembly:

Calls upon the United Kingdom, in view of the armed conflict prevailing in the Territory... to ensure the application to that situation of the Geneva Convention relative to the Treatment of Prisoners of War of 12 August 1949 (Resolution 2383, 7 November 1968).

*

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

It will be observed that, in these resolutions, the United Nations consider the armed conflicts or states of tension existing in southern Africa as international conflicts involving the application of the laws and customs of war as a whole. This concept is based on earlier resolutions recognizing certain African territories' right to independence.

The concern shown by the United Nations General Assembly is understandable. The ICRC as far as its resources allowed and to the extent it was permitted, endeavoured to relieve the plight of people detained in southern Africa for their opposition to the government or for offences of a political nature.

The question therefore arises whether it would not be better for the General Assembly to ask that these persons be granted *treatment* as prisoners of war rather than prisoner of war *status*. Such a recommendation would be strictly humanitarian with no legal or political connotation and would probably more likely be followed by results beneficial to the persons requiring protection.

In addition, article 4 of the IIIrd 1949 Geneva Convention enumerates and defines exhaustively the persons who, in the event of capture, should be treated as prisoners of war. Most of the freedom fighters to which the General Assembly resolutions refer do not fulfil the conditions required by article 4. Is the General Assembly empowered to broaden, merely by a resolution, a definition contained in an article of a Convention which is now binding on more than 120 States?

In any case, it would be highly desirable that liberation movements treat captured military personnel of the governments concerned as prisoners of war and, consequently, authorize a neutral agency such as the ICRC to visit them. Negotiations with the other party would thereby be greatly facilitated.

3) Regulations restricting bombardments in international conflicts are, with even greater reason, applicable in internal conflicts. That, moreover, was what was postulated by resolution No. 2444 adopted by the U.N. General Assembly. That resolution re-stated the principles proclaimed at Vienna by the XXth International Conference of the Red Cross and stipulated that they should be applicable in any armed conflict.

PROTECTION OF VICTIMS OF NON-INTERNATIONAL CONFLICTS

4) It would be desirable for military or civilian persons detained by one party or the other for their share in events to receive and send family messages as well as to receive relief.

5) A recent example has shown that where one party blockades another, it is highly desirable to make allowance for humanitarian exceptions for the benefit of non-combatants.

In international conflicts, the situation is governed by article 23 of the IVth Geneva Convention. This provides for the easing of a blockade for the benefit of the enemy civilian population. It stipulates that free passage shall be allowed for medical and hospital stores and objects necessary for religious worship. The same applies to consignments of essential food, clothing and tonics intended for children under fifteen, expectant mothers and maternity cases. Such free passage may be made subject to supervision by the Protecting Power of the use made of the goods.

It seems obvious that exceptions made for the benefit of civilian enemy populations should be granted for civilian nationals within the territory subject to blockade.

6) It should be mentioned that article 3 does not specifically provide for intervention either by a Protecting Power or a neutral impartial organization to co-operate in the application of humanitarian provisions. The ICRC is simply authorized to offer its services. This is a situation which causes some concern, for it is certain that if external agencies contribute to the application of humanitarian provisions, the effectiveness of those provisions will be considerably improved.

* * *

The experts convened by the ICRC towards the end of February 1969 examined the problem of internal conflicts. In general it was their opinion that the points mentioned above should in fact be covered by fresh provisions¹. However, so far as point 2 was concerned, they expressed doubts that governments would be able to undertake not to punish in any way those who had served in the armed forces of rebel movements.

¹ See *International Review*, March 1969.

C. Procedure

Revision of the Geneva Conventions hardly seems possible for the moment, but consideration could be given to a protocol or other document for approval by the International Conference of the Red Cross which, whilst not having the force of law, would have an important value as a guide.

As it has stated elsewhere, the ICRC, without waiting any more, will draw up, possibly with expert assistance, standard proposals for the application of the essential provisions of the Geneva Conventions. These proposals would be submitted to all parties to internal conflict.

The ICRC intends, on the basis of observations conveyed to it, to submit to the XXIst International Conference of the Red Cross an appropriate draft resolution.

INTERNATIONAL COMMITTEE OF THE RED CROSS

HELP TO WAR VICTIMS IN NIGERIA

Month by month *International Review* publishes in this section an account of the large scale relief operation being carried out under the sign of the red cross in Nigeria and the secessionist province (Biafra). Our June issue gave details of resources involved and the considerable number of victims being assisted in both Federal and Biafran territory.

Since then events have occurred which have greatly hampered operations. We give below information which goes no further than June 30, in order to meet the deadline for publication.

On the night of June 5 to June 6, a DC-7B, which had been put at the disposal of the International Committee of the Red Cross by the Swedish Red Cross was reported missing.

The plane, which was based at Santa Isabel (on Fernando Poo, Equatorial Guinea) was directed to Uli, in Biafra, carrying relief cargo consisting of food.

The crew was composed of Captain David Brown from the USA, the co-pilot Stig Carlson from Sweden, Kiell Pettersen, the flight engineer, from Norway and the loadmaster Harry Axelsson also from Sweden.

Two days later, the ICRC issued the following press release:

The first results of the inquiry into the loss of an ICRC DC-7B aircraft on the airlift to Biafra reveal that it was shot down by a Nigerian fighter on Thursday evening, June 5th, 1969, at 6.55 p.m. near Eket (35 miles southwest of Calabar in Eastern Nigeria).

INTERNATIONAL COMMITTEE

The International Committee of the Red Cross first wishes to pay tribute to the crew who died in the service of the victims of the war and expresses here its very deepest sympathy to their families.

It protests against this action which is as unexpected as it is inexplicable. It has constantly taken the utmost care in avoiding any political position in its mission. Its only concern is to help victims. In this renewed tragedy facing those who have the duty to make the symbol of Red Cross respected, the ICRC appeals to all governments and to public opinion for continued trust and support.

The ICRC expects from the warring parties that they again affirm their will not to do anything which could hamper this rescue operation which has already saved millions of women and children from death.

A further press release on June 27 stated:

The International Committee of the Red Cross, through its delegation in Lagos, has asked the Nigerian authorities to return the two bodies which have been found of the four-man crew of the plane shot down in the region of Eket, S.W. of Calabar, on 5 June by a Nigerian fighter. The plane was operating on the airlift from Santa Isabel (Equatorial Guinea) to Biafra and when shot down was carrying eleven tons of rice for the victims of the war. It came down in flames in the bush and two unidentified bodies were found in the wreck and taken to Lagos. According to the Nigerian government the other two bodies have not been found.

The ICRC has demanded that the two bodies be sent to Geneva by the first available aircraft.

*

On June 6, flights to Biafra were suspended, until an Icelandic plane on ICRC service flew two missions to Biafra from Cotonou (Dahomey) on the night of June 10-11, with 25 tons of foodstuffs. The airlift then ceased operating and the ICRC issued the following statement:

Engaged in relief actions on behalf of the civilian populations in the war-stricken areas on both sides of the front in Nigeria, the ICRC

has consistently taken every precaution, in conformity with the rules of conduct established in the course of over a century of experience, against any position of a political character. The ICRC constantly exercises close control over all its operations and consignments and can give every formal assurance that it has never, under any circumstances whatsoever, transported either arms or munitions or any other equipment which—directly or indirectly—could have been used to further the conduct of military operations. Furthermore, the ICRC has taken precise and careful measures to avoid transmission of any information or military intelligence. Hence, it formally denies all and any insinuations whose object it is to pervert the purely humanitarian character of its mission.

Since the outbreak of this conflict, the ICRC's unique aim has been to operate openly, in agreement with the parties to the conflict, in order to ensure satisfactory conditions for the transport and distribution of relief supplies.

That is why the ICRC have never ceased to demand and still demands the authorization to switch their operations from night flights to day-time flights. The ICRC has pursued night flights at its own risk and peril because it felt that it did not have the right to abandon to their fate populations of whom it was the support pending the result of protracted negotiations.

All that the ICRC wish, now as in the past, is that pending peace, the parties to the conflict make the necessary concessions, in order to allow the ICRC to aid and protect the civilian populations from the effects and consequences of the war. In the final analysis, moreover, it remains with the governments to create the necessary climate and conditions propitious to the development of a humanitarian action.

On June 13 the ICRC stated:

The relief operation which the ICRC is conducting in co-operation with National Red Cross Societies and other organizations, and with the financial backing of several states, has so far saved the lives of more than two and a half million innocent victims of the war.

Distribution of relief supplies, however, is not enough. Non-combatants must be protected against the hardship of war. The ICRC

INTERNATIONAL COMMITTEE

therefore again draws attention to the principles recognized by all nations and embodied in the 1949 Geneva Conventions which today are universal. Those principles require that surrendering combatants shall have their lives spared and shall not be ill-treated, that the wounded shall be cared for, that hospitals and the sign of the red cross shall be respected, that civilian populations shall be spared and not attacked. There again, the ICRC expects instructions to be given, or repeated, that these rules shall be strictly applied in all circumstances. It will be possible thereby to save many human lives.

*

We now come to the events which affected in particular the ICRC Commissioner General for West Africa, Mr. August Lindt, against whom the Nigerian press at the end of May launched a campaign.

On June 14, the Nigerian Government declared Mr. Lindt "persona non grata". The ICRC could not accept the accusations against Mr. Lindt and expressed its disapproval in the following terms:

The exclusion decreed against Mr. Lindt by the Federal Government can but provoke profound surprise and deep regret within the ICRC and amongst all those who, so selflessly, assist the civilian populations, victims of the conflict now raging in Nigeria.

Any government is, of course, free to maintain relations with any party it chooses and the International Committee will continue to respect, today as it has done in the past, the sovereign rights of States.

None the less, the members of the International Committee cannot accept the accusations levelled against a man who has never spared either his health, or his efforts and who has performed magnificent work for which the International Committee wishes to express to him here its deepest gratitude.

The ICRC whose teams in the field pursue their daily task unremittingly, hopes that the tensions engendered by this tragic conflict may diminish so that the innocent victims, who are the sole object of its concern, may continue to receive assistance.

NIGERIA

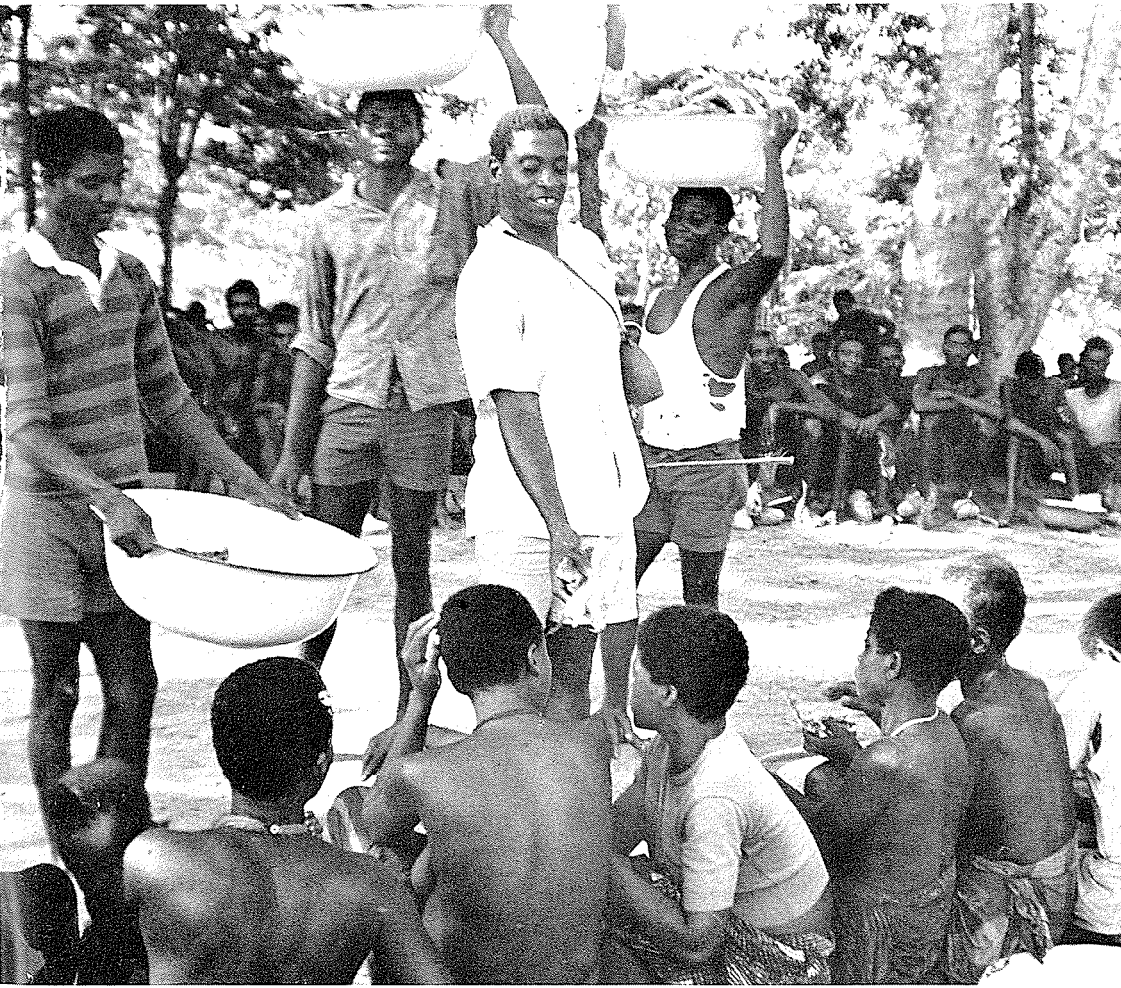


Photo J. Santandréa — May 1969

At Abakaliki : distribution to refugees of dried fish
donated by the Red Cross.



Photo J. Santandréa — May 1969

Refugees at Ezza in Nigeria awaiting distribution of the ICRC food...



...just brought in by lorry.

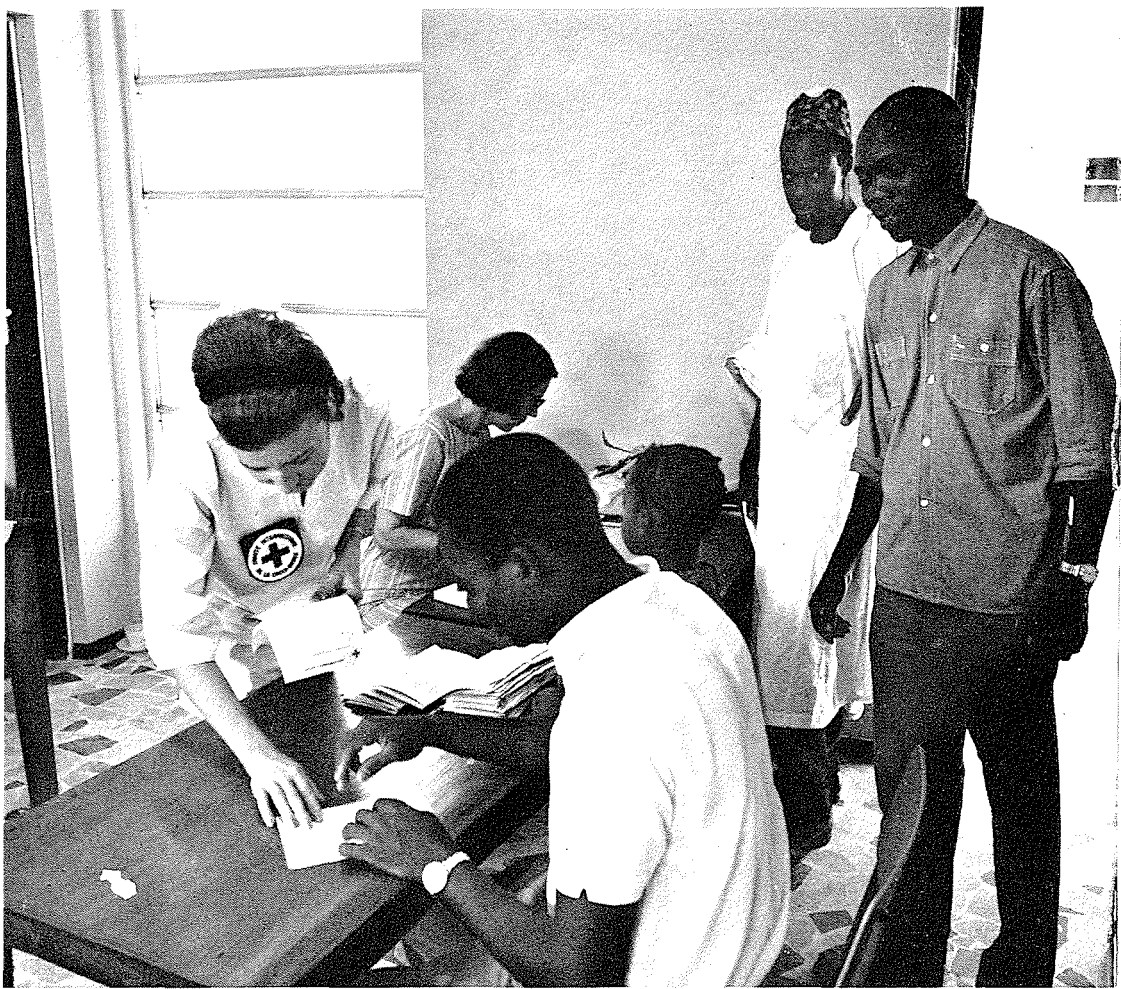


Photo Robin Farquharson — Lagos

Lagos: The ICRC Tracing Service.

On June 19, Mr. August Lindt wrote as follows to Mr. Marcel A. Naville, ICRC President, submitting his resignation:

Dear Mr. President,

When, on 19 July 1968, I replied to the ICRC's request to assume the general executive command of the relief operation for the benefit of victims of the Nigeria/Biafra conflict, I had to build up from very little and time was short. Thanks to the co-operation of governments and institutions, we managed to organize a large-scale programme on both sides of the front in relatively little time.

From the beginning I was aware of the difficulties to be overcome in order to maintain a relationship of confidence with each of the parties in conflict, exacerbated by the bitterness present in all civil wars. I have always endeavoured to draw public attention—directed too much, in my opinion, towards Biafra—to the suffering among the population on the Nigerian side of the front. It was not assistance to governments which was required, but to victims wherever they were and whatever their ethnic origin.

My determination to remain objective was not always appreciated in this conflict where propaganda and psychological warfare play an important part. Our work was therefore the butt of attack sometimes from one party, sometimes from the other, and even from both simultaneously. Nevertheless, co-operation with the civilian and military authorities was always possible and in spite of the many crises and obstacles, the work was supported by men of good will, whose friendship, although not publicly displayed, I shall treasure.

When Count Von Rosen intervened, his exploits considerably changed the situation. First a campaign was launched against me in the Nigerian press; then an ICRC aircraft was shot down without any notification to anybody by the Nigerian government of a change of policy. These events resulted in the Nigerian Federal Government's decision to declare me persona non grata. I shall not dwell on the Nigerian Federal Government's accusations by which it tries to explain its decision. The work achieved is sufficient in itself to exculpate me.

I would however reply to one reproach. In private as in public I have said that the conflict should be resolved by peaceful means. I cannot consider this as a political attitude; it is merely common

INTERNATIONAL COMMITTEE

sense. I have learned sufficiently to appreciate the negotiating genius of independent Africa to reach the belief that it is able to show the world an example of a pacific and humanitarian settlement of a conflict.

It is not given to me to retreat easily when confronted with obstacles, but the desire I have most at heart is that the relief operations continue. Otherwise, international assistance so far given will only have served to prolong for a few months the lives of hundreds of thousands of children. The cessation of operations would for them mean an inevitable return to famine. As the Nigerian attacks are concentrated on me in person, I consider that I can no longer act as a neutral intermediary in keeping with the ICRC's character, and that were I to remain in office the continuation of operations would be even more difficult.

If, therefore, after thorough reflexion—for it is not easy to withdraw from an operation to which one has devoted all one's strength and energy—I request you, Mr. President, to consider my mandate as ICRC Commissioner General for West Africa as terminated, it is in the hope that my decision, which is irrevocable, will facilitate the continuation of this so essential ICRC programme. I am certain that the living forces of the International Committee of the Red Cross will overcome the difficulties which, as in the past, will arise in the future.

An extraordinary plenary session of the ICRC on Thursday, 19 June, learned with regret of Mr. August Lindt's request to be relieved of the functions which he had discharged over the previous ten months.

Whilst acceding to his request, the ICRC stated how much it regretted that Mr. Lindt was unable to carry on.

Mr. Lindt had acquitted himself of his task with admirable dedication, generosity and impartiality. Thanks to him and the spirit of self-sacrifice with which he had imbued all personnel, millions of human lives had been saved.

The ICRC, which has a responsibility to so many governments, humanitarian institutions and private donors, expressed its profound gratitude to Mr. Lindt and restated its determination to do everything possible to ensure that the relief action may continue.

It appeals to the parties involved in the conflict to see to it that its impartial work of charity meets with no further hindrance.

Then, on 20 June, Mr. Naville, President, and Mr. Jacques Freymond, Vice-President, addressed the following message to Mr. Lindt:

Dear Mr. Ambassador and friend,

Your decision to cease your activities as ICRC Commissioner General for West Africa has caused unanimous regret within the International Committee of the Red Cross.

The operations which you directed in the midst of the conflict causing so much bloodshed in Nigeria, with all the danger, pitfalls and difficulties which occur in a country at war, saved so many lives only thanks to your courage, self-denial and perfect knowledge of the conditions in which the mission had to be carried out. Your qualities as a leader incited the Red Cross teams to extraordinary dedication and steadfast determination to serve our humanitarian cause.

The work of the ICRC during conflict is often misunderstood but, as you know, we have long been accustomed to unpopularity and groundless censure. Your noble personality remained unperturbed, and our confidence in you was thereby strengthened.

Now that there is perhaps a gleam of hope that the belligerents might consider certain arrangements which you have always advocated, it is unfortunate that your so effective intervention may no longer be applied for the benefit of the innocent victims.

As you think your withdrawal may permit the resumption of the humanitarian action, we wish to avail ourselves of this opportunity to assure you that we shall do our utmost to continue the work which you directed, so that your shining contribution to the history of human solidarity shall not be left to tarnish.

All your colleagues of the ICRC shake you warmly by the hand and thank you.

*

Actual relief operations could not be continued as previously. From the beginning of June, no flights to Biafra took place except

INTERNATIONAL COMMITTEE

the two on the night of 10/11 June, as mentioned above. Whilst relief distribution in federal territory went on unabated at a rate of some 4,000 tons monthly,¹ there were practically no stocks left in Biafra, the authorities of which, on June 18, informed the humanitarian organizations concerned of their agreement under certain conditions to daylight landing at Uli airport with relief to the victims of the Nigerian/Biafran conflict.

The International Committee expressed its satisfaction at the Biafran authorities' consent to daylight flights which it has always preferred and which would help to alleviate the suffering of some 3 million people.

An ICRC press release on June 25 announced that the Committee had contacted the Nigerian and Biafran authorities in order to work out arrangements for the continuation of its relief action:

This should be by air in daylight and by a water-way corridor on the Cross River, as suggested by the U.S. Government.

According to reports from ICRC delegates in Biafra, conditions for the civilian population are deteriorating. Food stocks are exhausted and before another week has passed the hospitals and medical teams will have used up all basic medical supplies.

The ICRC emphasizes that its aircraft are ready to resume operations immediately and that the special craft chartered to ply on the Cross River is already available.

At the end of June the ICRC's food stocks in Nigeria amounted to 25 tons. At Cotonou and Santa Isabel there were several thousands of tons in store, whereas in Biafra itself Red Cross distribution centres have had to close as a result of the cessation of the airlift.

¹ *Plate.* — At Abakaliki: distribution to refugees of dried fish donated by the Red Cross.

Refugees at Ezza awaiting distribution of the food just brought in by lorry.

LAGOS

ICRC Tracing Service

In June we received from Miss Cécile M. Ringgenberg, Tracing Officer at the ICRC Tracing Service in Nigeria, an article which will no doubt interest our readers, as it describes an unspectacular but very humanitarian activity prescribed in the IVth Geneva Convention.

The Nigerian civil war like all armed conflicts has disrupted many families whose members live on both sides of the frontline. In many cases the family members to be contacted have become refugees and can only be found after long and complicated tracing efforts. It is one of the tasks of the ICRC Central Tracing Agency in Geneva, of which the Lagos Tracing Office is a branch, to help these people to locate each other and to re-establish family ties broken through the war.

The first tracing requests reached the ICRC Delegation in Lagos in September 1967. These requests came mostly from National Red Cross Societies and concerned nationals of their countries who were cut off in the former Eastern Region through the conflict. All these requests were sent to the Central Tracing Agency in Geneva which forwarded them to the ICRC Delegation in the East for investigation. Slowly, Nigerians began to contact the ICRC, inquiring about the fate of their relatives in the East. On the other hand, tracing requests came through the Central Tracing Agency from the East regarding people in the Federal Area. Also, in many cases, people in the Federal Area requested the Delegation to obtain news from their families living in zones previously secessionist and now in federal hands.

During the first year of tracing activities, about 300 requests reached the Lagos Delegation. However, only nine months later, by

INTERNATIONAL COMMITTEE

the end of May 1969, this number had increased to 3587, more than ten times the total for the first twelvemonth. The particularly rapid increase during October 1968 led to the establishment of a special Tracing Office within the Delegation which was first opened by a Tracing Officer and a Secretary: later a second Secretary joined the staff ¹.

Of the 3587 persons sought, 493 have been found so far. The difficulty of locating persons who, in many cases, have changed their domicile several times due to the progress of the war explains the relatively small number of people traced. Also, many people who have been traced successfully in the Secessionist Area will now require to be traced all over again after they left their homes or camps, in view of the latest changes at the war front.

Sometimes inquirers do not only wish to trace their relatives but also to evacuate them and to be re-united with them. For example, a husband may request that his wife and children separated from him through the war may be brought back through the ICRC. At present the ICRC is studying the possibility of arranging such family reunions.

All tracing requests are written on ICRC Message Forms (Form 61) which allow inquirers to write a message of personal or family nature of up to 25 words. Many inquirers call in person at the Office. The requests are card-indexed at the Office and the development of the search is carefully noted on the card. The routing of these forms is extremely difficult, due to the fact that the small villages in which people have to be traced can very often not be located on the maps available.

As mentioned above, the Lagos Tracing Office is responsible for on-the-spot tracing of persons sought in the Federal Area. The task demanded the set-up of an extensive network in the Area. The work was first handled by the different Red Cross teams in the field under the supervision of the Area Coordinator concerned. However, it was not easy for the teams, whose main task is feeding and medical care, to handle tracing as well. Also, the team members who were mostly expatriates at the beginning, were unfamiliar with

¹ *Plate*. — Lagos: The ICRC Tracing Service.

the area, had no knowledge of the language spoken and the migration movements which had taken place. Therefore, the ICRC late last year approached the Nigerian Red Cross with a view to its taking a greater share in tracing activities in the field. Now the Nigerian Red Cross is actively cooperating in tracing in all relief areas and, as a consequence, the proportion of answers to requests has greatly increased for the Federal Area.

Besides tracing people, the local Tracing Offices are also receiving more and more requests concerning other parts of the Federal Area or the Secessionist Area. The following quotation from a report by the Nigerian Red Cross Area Tracing Officer in Uyo adequately shows the need for the local Tracing Offices:

“ . . . When the news of this type of ICRC traditional task was known in the Uyo Urban alone, people poured in, in large numbers at any time, anywhere and even at night at my house, asking for assistance to hear or talk to relatives they have not seen or heard of since the outbreak of the Civil War . . . I was then forced by the circumstances to attend to them at any time, to relieve the anxiety and ease the anguish of not knowing whether their relatives were alive or not.”

As the war-affected areas of Nigeria gradually return to normal life, the size and scope of the work of the Tracing Office—and the efficiency with which it serves those who need its help—will most certainly increase; and as the need for this service may well continue for months, if not years, after the end of the present conflict, it will do much to bring the ethics and principles of the Red Cross into the minds and hearts of the people of this country.

*IN GENEVA***OAU - ICRC Meeting**

Mr. Diallo Telli, Secretary General of the Organization of African Unity, and Mr. Gratien Pognon, Assistant Secretary General, on 18 June, met Mr. Marcel A. Naville, President of the International Committee of the Red Cross, in Geneva.

They discussed problems of common interest affecting the African continent, particularly conditions and arrangements for effective co-operation between the ICRC and the independent African States.

Two ICRC publications

The International Committee has just produced a booklet entitled *Rights and Duties of Nurses, as defined by the Geneva Conventions of August 12, 1949*.

The basic idea of this publication is a simple one: to collect in a single work of modest size, and easy to read, the essential provisions of the four 1949 Conventions relative to the medical services and medical personnel. Apart from specialized knowledge, a thorough grounding in the principles and the spirit itself of these Conventions is to be found. It should be added that this brochure, of some fifty pages, is published in French, English, Spanish and German and can be obtained from the ICRC in Geneva at a cost of Sw. fr. 1.50 a copy.

The International Committee has also just published a *Catalogue of ICRC films* in a clear and practical form in French, English and German, listing the films it has made since 1947 on its actions in

Europe, Asia and Africa, as well as on the Red Cross Centenary in 1963.

The catalogue contains details of other film sequences made by the British and Swiss television services and also of a film produced by the Ministry of Defence of the German Federal Republic, whose object it is to have the spirit and essential rules of the Geneva Conventions known to members of the armed forces. It should also be mentioned that conditions for borrowing and purchasing are given, and that it can be obtained free of charge from the ICRC Information Service in Geneva.

GENEVA CONVENTIONS IN AFRICAN SCHOOLS

In the March issue of *International Review* we gave information on the campaign which had been started in African schools in order to make widely known the sign of the Red Cross, through the medium of a textbook entitled *The Red Cross and My Country*. This wide campaign aroused both among youth and the authorities an increasing interest. It was stated in that issue that by the end of February the textbook, in French and English, had been distributed in schools in fourteen countries.

Since then four further governments, those of Kenya, the Democratic Republic of the Congo, Rwanda and the Malagasy Republic, have confirmed their intention to introduce the Red Cross as a subject in primary schools. There are therefore now eighteen States parties to the Geneva Conventions in which schools teach, or will shortly teach, the Red Cross and the Geneva Conventions. In addition, two further governments are expected to do so.

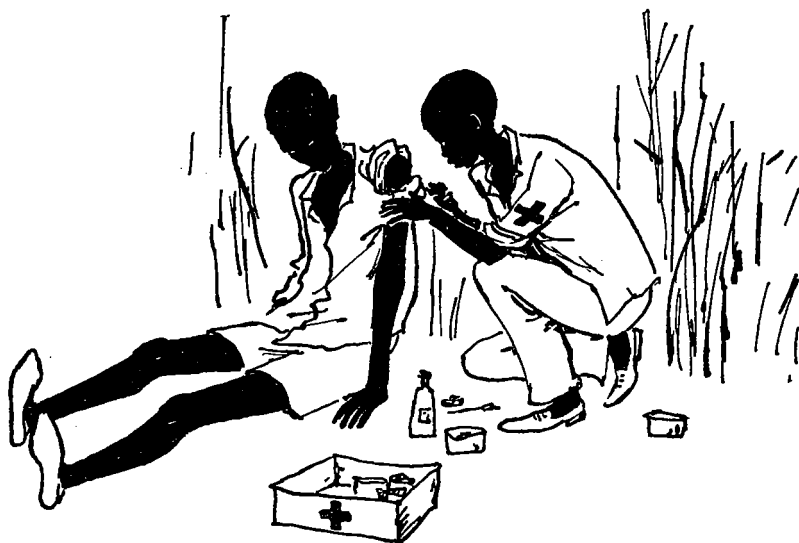
The 100,000 copies which the ICRC is now having re-issued will enable Ministries of Education in twenty countries to prescribe the book for their schools. The number of French and English versions of these textbooks distributed free of charge by the ICRC in Africa will by autumn 1969 exceed 230,000.

A "*Teacher's Manual*" has been compiled as a supplement to the textbook. It is hoped that by the end of the year 20,000 copies will be ready to broaden the ICRC's information campaign on the Geneva Conventions in Africa.

Why should they be protected?

Because:

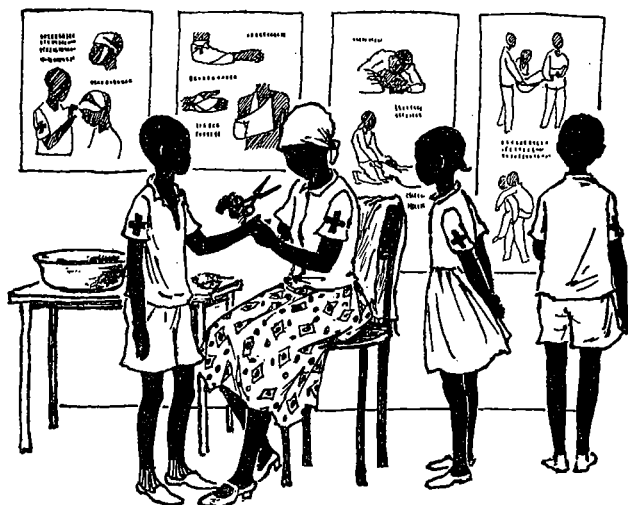
This man is...



... a male nurse.

He takes care of the sick and the wounded.

These first-aiders...



...learn about personal hygiene



...help disabled people

A “ *Military manual* ” on which work has been started is intended to make the Geneva Conventions more widely known among the armed forces of Africa. It was undertaken at the request of many African States which, following Mr. J. M. Laverrière’s mission in the autumn of 1968, expressed the desire for a specialised publication “ similar to that intended for schools ”. A draft will be sent to Heads of States and military authorities towards the end of the year in order to obtain their opinions.

IN THE RED CROSS WORLD

IN PREPARATION FOR THE XXIst INTERNATIONAL CONFERENCE OF THE RED CROSS

The January issue of the *International Review* gave the provisional agenda of the Conference which will take place from 6 to 13 September 1969. It will be held, like various other Red Cross meetings starting on 29 August, at the Istanbul Opera House. This building, which has just been completed, has foyers where there will be two large assembly halls with all the necessary equipment for simultaneous interpretation and recording. The opening ceremony will be held in the large auditorium.

The Turkish Red Crescent is sparing no pains in organizing the Conference and looks forward to welcoming to Turkey the delegates who will be coming from all parts of the world. Representatives of the League and the ICRC have several times been to Istanbul to examine jointly with leaders of the Turkish National Society the practical problems arising and ways and means whereby the two international institutions can give their assistance.

The ICRC is, of course, preparing to take an active part in this International Conference and is sending participants almost a score of reports—four of them drawn up jointly with the League—on the important items on the agenda.

We give below details of the final programme and a brief reminder of the essential provisions governing the proceedings of the International Conference:

PROGRAMME

Meetings of the Red Cross

Friday 29 August

9.30 a.m.: *Meeting of Regional Groups (Development Programme).*
Permanent Scale of Contributions Commission of the League.

IN THE RED CROSS WORLD

- 3 p.m.: *Meeting of Regional Groups (Development Programme).
Permanent Scale of Contributions Commission of the League.*

Saturday 30 August

- 9.30 a.m.: *Meeting of Regional Groups (Development Programme).
Permanent Scale of Contributions Commission of the League.*
- 3 p.m.: *Meeting of Regional Groups (Development Programme).
Meeting of the Chairman and Vice-Chairmen of the League.*

Sunday 31 August

- 9.30 a.m.: *Standing Finance Commission of the League.
Relief Advisory Committee.*
- 3 p.m.: *Standing Finance Commission of the League.
Relief Advisory Committee.*

Monday 1 September

- 9.30 a.m.: *Standing Finance Commission of the League.
Relief Advisory Committee.*
- 3 p.m.: *30th Session of the Board of Governors of the League.*

Tuesday 2 September

- 9.30 a.m.: *Board of Governors of the League.*
- 3 p.m.: *Board of Governors of the League.*

Wednesday 3 September

- 9.30 a.m.: *Board of Governors of the League.*
- 3 p.m.: *Board of Governors of the League.*

Thursday 4 September

- 9.30 a.m.: *Board of Governors of the League.*
- 3 p.m.: *Board of Governors of the League.*

Friday 5 September

- 9.30 a.m.: *Board of Governors of the League.*
- 3 p.m.: *Standing Commission of the International Red Cross.
Commission for the Financing of the International Committee
of the Red Cross.*

IN THE RED CROSS WORLD

XXIst International Conference of the Red Cross

Saturday 6 September

9.30 a.m.: *Council of Delegates.*

12 a.m.: *Opening Meeting of the XXIst International Conference
of the Red Cross.*

3 p.m.: *Plenary Meeting.*

Monday 8 September

9.30 a.m.: *General Commission.*

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

3 p.m.: *General Commission.*

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

Tuesday 9 September

9.30 a.m.: *General Commission.*

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

3 p.m.: *General Commission.*

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

Wednesday 10 September

9.30 a.m.: *General Commission.*

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

3 p.m.: *General Commission.*

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

Thursday 11 September

9.30 a.m.: General Commission.

*Commission for International Humanitarian Law and
Relief to civilian populations in armed conflicts.*

Afternoon: Free for preparation of Commission reports.

Friday 12 September

Morning: Free for preparation of Commission reports.

3 p.m.: Plenary Meeting.

Saturday 13 September

9.30 a.m.: Plenary Meeting.

3 p.m.: Plenary Meeting.

6 p.m.: Standing Commission of the International Red Cross.

* * *

The International Conference of the Red Cross, its structure, and duties are defined by the Statutes of the International Red Cross and the Conference Rules of Procedure.

It is the highest deliberating authority of the Red Cross. In principle it is convened every four years and assembles:

- a) The delegates of the International Red Cross, i.e. the delegates of all the National Red Cross Societies (Red Crescent, Red Lion and Sun) recognized by the ICRC; the delegates of the ICRC and of the League of Red Cross Societies;*
- b) The representatives of the States Parties to the First Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field (1864, 1906, 1929 or 1949).*

There can therefore be, and normally are, two delegations for each country: one representing the National Society, the other

IN THE RED CROSS WORLD

the Government. A State need not have a National Red Cross Society on its territory to be a member of the Conference; it only requires to be a Party to the Geneva Conventions.

The *Council of Delegates* necessarily meets at the time of the International Conference. This is composed of the delegates of recognized National Societies, the ICRC and the League. Government representatives are not members of this body.

The functions of the Council of Delegates are:

- a) to meet prior to the opening of the Conference in order to propose the Chairman, Vice-Chairmen, Secretary General and Assistant Secretaries General of the International Conference;
- b) to lay down the order in which the various questions and proposals submitted to the Conference are to be discussed; this rule has always been interpreted to mean that the Council of Delegates has authority to lay down and adopt the Conference Agenda;
- c) to give its opinion and, if necessary, a ruling, on the questions and proposals referred to it by the Conference or by the Standing Commission.

The League of Red Cross Societies has its own deliberating authority, namely, the Board of Governors. This assembles the representatives of all the member Societies of the Federation. In accordance with the League Constitution, the Board of Governors meets at the same time and in the same town as each International Conference, without actually being one of its bodies.

The powers of the International Conference of the Red Cross are defined as follows in Article II of the Statutes of the International Red Cross:

1. The International Conference shall have power to take decisions within the limits of the present Statutes, make recommendations and express wishes.
2. The Conference shall be responsible for ensuring unity in the work of the National Societies, the International Committee and the League.

3. It may assign mandates to the International Committee and to the League and make proposals concerning the humanitarian Conventions and other international Conventions relating to the Red Cross.
4. It alone shall be competent to revise and interpret the present Statutes and Rules of Procedure and to take the final decision on the differences of opinion referred to in Article X.
5. It may not deal with political matters nor serve as a forum for political debate.
6. It may not modify either the Statutes of the International Committee or those of the League. Similarly, the International Committee and the League shall take no decision contrary to the Statutes of the International Red Cross or to the resolutions of the Conference, nor any decision contrary to the agreements concluded between them and confirmed by the Conference.
7. The Conference shall elect its Chairman.

The Agenda and the provisional programme of the International Conference are drawn up by the Standing Commission of the International Red Cross.

WORLD RED CROSS DAY

World Red Cross Day, 8 May, was commemorated by radio and television in many countries. The broadcasts, registered in French, English, German, Spanish and Arabic and intended for all five continents, as in previous years were to mark the anniversary of Henry Dunant's birth.

A broadcast on the Swiss French-speaking radio was given by the producer and commentator Jean Martel and several Red Cross personalities. The League's fifty years of activity was the subject for Mr. Gazay, that institute's Director of Information, Mr. Beer, Secretary-General, and Mr. J. P. Robert-Tissot, Director of the Relief Bureau, illustrating the theme of World Red Cross Day ; *In a Changing World, Red Cross Stands for Tomorrow*. Then Mr. R. Cassin, Nobel Peace Prize winner, explained the importance and place of our movement and its ideal in contemporary ethics. In conclusion, Mr. J. Freymond, Acting President of the ICRC, stressed how necessary in a troubled world was respect for the Geneva Conventions.

Part or all of the programme was sent to various broadcasting stations and to many National Societies.

In a statement broadcast by the Swiss French-speaking television service, Mr. Freymond also explained the significance of the solidarity uniting millions of members of the Red Cross, Red Crescent and Red Lion and Sun at this time in history when humanitarian problems arise on an ever greater scale.

The Austrian, Bavarian and Swiss-German radios broadcast a programme entitled " Das Rote Kreuz wird nicht arbeitslos ".

In the morning of 8 May, at the Henry Dunant Monument in Geneva, there was a ceremony organized by the Geneva Section of the Swiss Red Cross. The ICRC was represented by Mr. J. Pictet, a Member and its Director-General. Mr. J. P. Buensod, President of the Geneva Section, and Mr. H. Beer, League Secretary General, addressed the audience. They showed that Dunant's ideal, evident in so many Red Cross achievements since 1863 and in the League's very existence for half a century, is perennial.

France

*It is known that several National Societies are responsible for the training of air hostesses and the International Review has already mentioned this new activity by quoting the Lebanese Red Cross in its varied work. The French Red Cross also gives most useful instruction in this sphere as can be seen below.*¹

Many young girls hesitate to spend a considerable number of years in preparing for a future of which they sometimes cannot see the outcome clearly, but try to find material independence in a profession which can also satisfy their taste for outside contacts and give them enthusiasm and a certain ideal.

These can be found in careers connected with the air and amongst them that of air hostess, a specifically female profession.

The first hostesses placed on aircraft by civil airlines were Air Nurse Pilots and Air Hostesses (IPSA) and naturally the Red Cross took charge of their training.

The School of Air Hostesses of the French Red Cross has been in existence since 1951, but it was the inheritor of a long tradition, as the Red Cross had, as early as 1934, set up an air service intended for the training of future airborne female personnel.

If the professional quality of its instruction is one of the School's principal aims, it has made a point of maintaining and developing the vocational character necessary for the choice of a career in the air.

The School trains the following:

- air hostesses
- air escorts
- airport hostesses

and automatically ensures their being placed.

¹ See *Vie et Bonté*, official review of the French Red Cross, Paris, 1968, No. 187.

IN THE RED CROSS WORLD

To this end, all candidates pass an entrance examination during which members of the board, consisting of representatives of airlines and airports, give their views and the assurance of employment on the termination of training.

Air hostesses.—On board they greet, install and see to the passengers' comfort and to safety instructions. They carry out services with friendliness and dexterity, help mothers with their families and look after children etc....

Air escorts.—This is the oldest established specialization. These young women, all State registered nurses, have escorted the sick and wounded in military aircraft since 1945. Their occupations have changed since the end of military operations and at present they are above all air hostesses on board army transport aircraft. Should occasion arise, however, they can immediately return to their duties as trained nurses capable of giving the necessary care in medical air transports.

Airport hostesses.—These are in fact guides for passengers who have lost their bearings in the complicated maze in airports. They give information, help and find solutions to difficult situations. As tourist advisers they arrange the reception of foreign visitors.

These careers would appear to fulfil the many aspirations of youth today: a liking for travel and contacts in work outside the usual pattern, interest in people and things, the development of a certain international sense linked with the generosity of youth.

However, it must be pointed out that these are careers which demand a great deal in return in the way of discipline and selflessness, requiring at the same time excellent health, since the work is physically exacting.

M I S C E L L A N E O U S

A HENRY DUNANT MUSEUM AT HEIDEN

It was at Heiden, in October 1910, that the promoter of the Red Cross mission died. On May 8, 1969, the 141st anniversary of his birth, the Henry Dunant Museum was inaugurated in that city in East Switzerland.

Several events took place on that occasion. The first was the laying of a wreath on the Henry Dunant monument in the morning,¹ in the presence of an audience including members of the local, Baden-Württemberg and Bavarian Red Cross Societies, demonstrating by their presence their fidelity to the memory of the man who found a warm welcome in those places. Also present were Mr. Manfred Müller of Diessen (Federal Republic of Germany) and Mr. Anders Daae of Oslo (Norway), Dunant's godsons and sons of Dunant's ardent supporters Rudolf Müller and Hans Daae.² The ICRC was represented by Mr. Olgiati and the Henry Dunant Institute by Miss D. Mercanton.

In the local school assembly hall, Mr. Jakob Haug, who was the promoter of the monument and of the museum, explained the projects of the Action Committee to commemorate Dunant's memory at Heiden. The museum is intended to become a meeting place for those who seek inspiration in the ideal proclaimed by the author of a *Memory of Solferino*. For that purpose, there will be an information bureau and a library, items for which have already been contributed.

¹ The December 1962 issue of the *International Review* contained an illustrated article on this monument which was inaugurated at Heiden in 1962.

² Mr. Willy Heudtlass has written on this subject, in the *International Review of the Red Cross*, June 1964, an article entitled "Henry Dunant and the history of the Nobel Prize". He gave an account therein of the untiring and finally successful efforts of the Stuttgart high school teacher, Rudolf Müller, and of the Norwegian Army Medical Service Captain, Dr. Hans Daae, to obtain for Dunant, with Passy, the Nobel Peace Prize.

Mr. Willy Heudtlass, who was formerly the Head of the Press and Radio Service of the German Red Cross in the Federal Republic of Germany, addressed the audience. He is himself the author of a well documented book on Dunant, and has gathered much interesting information about him. He recalled the generosity of many people of the last century such as Dr. Altherr, Mr. Sonderegger, Mr. Baumberger, the Grand Duchess Maria Federowna, Dr. Basting, Dr. Daae and Mr. Müller, who rendered service to Dunant.

Mr. Olgiati, member of the ICRC, delivered an address in which he drew a parallel between the Red Cross of yesterday and of to-day. Problems had changed since the foundation of the Red Cross, which was, he said, having to contend with difficulties originating in events which were as important as they were new in the history of the world. Internationalism to-day was not merely European in scope; the conduct of war was affected by modern technicology and conflicts were ideological. Nevertheless, the Red Cross idea, which was so universal, readily found its place in contemporary concepts.

After one of the Bavarian Red Cross delegates presented a manuscript by Dunant, the audience went to the local hospital which houses the museum, and where may be seen a number of Dunant's personal belongings. These are displayed under glass with manuscripts and photocopies of letters. There is also the text relating to a project for the creation of a Swiss League for Human Rights, much of which can be found also in the Universal Declaration of Human Rights. Other documents interested the visitors for one reason or another, particularly Dunant's letters to Rudolf Müller testifying to Müller's untiring work to rehabilitate his friend.

One of the finest pieces in this little museum—impressive for its very simplicity, the spirit in which it was planned and the objective it has achieved—is no doubt the *de luxe* copy of Müller's *Entstehungsgeschichte des Roten Kreuzes und der Genfer Konvention*, a fine white, gilt-edged volume, which Dunant sent to notable people who helped him and showed him esteem and friendship.

PRISONERS OF WAR IN ANCIENT GREECE

Mr. Pierre Ducrey, Doctor of Literature at Lausanne University and foreign staff member of the French School at Athens, has published a remarkable and well documented book on this subject.¹ Not only does he give new historical facts, but he shows certain constant facts discernible throughout the ages, as well as changes in the treatment of prisoners of war up to the Roman conquest which revolutionized the customs regulating war among the Greeks.

This book is in two parts. The first deals with conditions of capture, the circumstances and causes thereof; the second analyzes the practical measures for detention, sale or release of prisoners. The last chapter discusses questions of considerable purport concerning, for example, the conduct of war, the concept of human value, the role of the army as a supplier of serf labour. We think our readers will be interested in some of the book's conclusions which we have translated below :

How does the victor behave towards his captive and what are the latter's chances of surviving defeat without losing his freedom and political independence ?

We must first consider who the captive is. He may be a soldier fallen into the hands of someone stronger than he. The army to which he belonged, an emanation of his country or an expression of State power, should in no case continue the war; that is why the vanquished is prevented from resuming combat by death, slavery or detention, without however excluding the possibility of his enlisting in the forces of the victor. If he had fought to defend a city which is taken by force of arms, he will escape slaughter only to fall into slavery. Of all large-scale executions of prisoners known, the majority were of combatants, whether killed after a battle or after the siege of a town. Other slaughters were the result of trouble within cities.

¹ *Le traitement des prisonniers de guerre dans la Grèce antique, des origines à la conquête romaine*, Editions E. de Boccard, Paris, 1968, 360 pages.

Captives may also be taken by conquest or pillage. They are not then soldiers but the inhabitants of towns and countryside, men and women, old people and children. When considered as prize, they rarely risk death: only navigators, although not without commercial value, are sometimes exposed to the danger of having their throats cut or being thrown into the sea by pirates and buccaneers who were numerous at certain times and who rivalled each other in violence.

The captive seems therefore to be totally deprived of rights, like an acquired object, cut off either temporarily or definitively from what made him a free man. The taking of his town and its destruction deprive him of the political association to which he was attached and consequently of his prerogatives as a citizen. He becomes a man without a country and is for that the more dependent on the decisions of the victor.

What are the contingencies which determine the prisoner's plight, and what considerations dictate the victor's choice? The main factor in this choice undoubtedly resides in the political, financial or military interest and the sometimes imponderable element of passion, roused by ancestral hatred and resulting in extermination of the vanquished and disarmed combatants. But generally, calculation prevails and leads to the various alternatives: execution or slavery of which the motive may be anything but economic, to the extent to which it is a political weapon destroying an army or population of a city, detention, and release dependent on ransom.

Must we deduce from the foregoing that the victor was completely free to do as he wished onto his defeated enemy? As will be seen later, religious laws and public opinion were opposed to the slaughter of prisoners. The enslaving of a town's inhabitants also was looked upon with disfavour. Moreover there were discernible the principles of a law of nations condemning the execution of seamen and, in general, of innocent people. Those responsible for an unwarranted slaughter, sacrilege and piracy, risked chastisement which could not be less than death.

In conclusion, stress should be laid on an observation which is important for our view of the conduct of war by the Greeks. Although it cannot be denied that slaughter and slavery of the

defeated were frequent, particularly at certain times, it is true that the victor was often content to release his captives against ransom or even unconditionally. It must be admitted that the defenders and inhabitants of a city risked death and slavery only if they persisted in resisting the assailant. We wish to stress a fact which, in our opinion, has been insufficiently emphasized: to achieve mastery over a town by assault was for the assailant a last resort which he would renounce willingly if he convinced the assieged to accept his conditions. The latter, by capitulating and accepting the terms of a treaty, obtained the promise of safety for their lives and liberty of themselves and their kin. Whilst not minimizing the consequences of defeat, as it signified for the vanquished State the loss of independence and self-government, or even meant deportation for its population, we repeat that a siege did not offer solely the alternative of fighting or perishing, but also a third choice: negotiation.

From the time of the very first Geneva Convention, legal experts have been called upon to define the beneficiaries of the humanitarian texts which now have a broad international base. Mention is first made of the wounded and the sick, then successively are defined the concepts of "combatant", "prisoner of war" "civilian internee" and "civilian". As Mr. Ducrey points out, things were quite different in ancient Greece which had no vocabulary to designate concepts of uncertain definition. The expressions used to convey a state of captivity are many and various and reflect a condition which may differ according to time, place and circumstances.

PROTECTION OF CULTURAL PROPERTY

The *International Review* has several times published news on international efforts to protect cultural property in case of armed conflict and it recently gave a reminder of the importance of the Convention signed at The Hague on 14 May 1954 which afforded

for works of art respect similar to that which the Red Cross has obtained for the victims of armed conflict. By acceding to this Convention, States undertake to respect cultural property on their own and other contracting parties' territories and to take the measures essential for their maintenance and conservation.

But this protection is a necessity also in peace-time, for art is an aspect of understanding among nations and, in this respect, to safeguard works of art is to serve the cause of peace. As mentioned in *UNESCO Chronicle*,¹ the UNESCO General Conference in Paris on 19 November 1968 adopted a recommendation on the preservation of cultural property endangered by public and private works.

The text of the recommendation emphasizes that, since contemporary civilization and its future evolution rest, among other elements, upon the cultural traditions of the world's peoples and that cultural property is an essential element of the personality of these peoples, it is indispensable to preserve it in so far as is possible, according to its historical and artistic importance, so that its significance and message become a part of the spirit of peoples who may thereby gain consciousness of their own dignity. The preservation of cultural property and rendering it accessible constitute, in the spirit of the Declaration of the Principles of International Cultural Cooperation adopted at the fourteenth session of the General Conference, a means of encouraging mutual understanding among peoples and thereby serve the cause of peace. Importance is also given in the recommendation to the need for harmonizing the preservation of cultural property with the changes which follow from social and economic development, and to making serious efforts to meet both requirements in a broad spirit of understanding. It further stresses the fact that the preservation and accessibility of cultural property constitute a major contribution to the social and economic development of countries and regions which possess such treasures, by promoting national and international tourism.

¹ Paris, 1969, No. 2.

BOOKS AND REVIEWS

L'Organisation internationale du Travail et les droits de l'homme (The International Labour Office and Human Rights), by Nicolas Valticos, *Revue des droits de l'homme*, Paris 1969, Vol. II, 1.

Furthermore, action undertaken by the Organisation will be intensified in fields which are vitally important for human rights, such as discrimination and equal opportunity. In this respect, the ILO Administrative Council in November 1968 approved a general programme of activities making provision, particularly, for the regular holding on both regional and world-wide bases of meetings to examine equal employment opportunities. The first of such meetings is to be held in Asia in 1969. The programme also includes activities of an educational order in this field, a preparation of studies on various practical means to promote equal opportunities, the possible adoption of further international standards in the field of discrimination, technical co-operation designed to improve economic and social conditions for people who had been subject to discrimination or had suffered from inequality of opportunity, etc.

The ILO's programme related to Human Rights will no doubt be more systematically co-ordinated so that it will not constitute merely a particular sector and hermetic division of the Organisation's activities, but so that all of the Organisation's activities, whether they be the drawing up of standards, research work, educational programmes and practical activities, will be based on the need to broaden horizons for the free exercise of individual rights and the fulfilment of everyone's personality. According to the ILO Director General, the Organisation should continue to widen the scope of its activities to promote economic development, but such development was a means and not an end in itself. The criterion for each stage in the ILO's work should be the extent to which the Organisation's action has permitted a greater number of people to lead a fuller, richer, and freer life.

In the Shadow of War, by Pierre Boissier, *World Scouting*, Geneva, 1969, No. 2.

The Convention on prisoners of war has (and historians acknowledge this) completely changed life in camps. One only has to compare prisoner of war camps and concentration camps in Germany to be convinced

BOOKS AND REVIEWS

of this. Such a flagrant difference resulted in the fourth Convention protecting interned civilians and the populations of occupied zones. This was in 1949, at which time all existing Conventions were brought up to date.

Law is only a beginning. Second, action is necessary if the parcel is to reach the prisoners, the plasma to the wounded. The International Committee sends delegates from Geneva.

Camels in the Yemen, night-flights in Biafra, junks on the Mekong, all are involved. The road is often uncomfortable and it sometimes takes time before the bullets stop whistling past the man waving the flag with the red cross. On some missions there are casualties. It is not without reason that new delegates are asked if they are ready to risk their lives in this job...

...That is where one must go and fight—so that lives may be saved, that food may improve, that mail may arrive safely and that soon the day of exchange and freedom may come—That some of tomorrow's peace may already begin in today's war.

Quality Care in the Right Quantity, Two decades of WHO nursing assistance, by Lyle Creelman, *WHO Chronicle*, World Health Organization, Geneva, 1969 No. 4.

Post-basic nursing education too has increasingly moved to university level within the past decade, as the need to prepare teachers, clinical-nursing specialists, and administrators in hospitals, health centres, schools of nursing, and ministries of health has been recognized.

In 1963 the first post-basic programme for African nurses—a two-year programme—was started, with WHO assistance, in the School of Social Studies, University of Legon, Ghana. A comparable project for students of French expression began in Dakar, Senegal, in 1968. In 1964 a three-year post-basic programme leading to a Bachelor of Nursing Education degree was started in the University of Ibadan, Nigeria. Post-basic degree programmes have also been developed in several universities of India—in Chandigarh, Ahmedabad, Bombay, and Madras—as well as one at Pahlavi University in Shiraz, Iran.

In the European Region, two international schools for advanced nursing education were established to prepare nurses for positions requiring leadership—one in Lyons, France, and the other in Edinburgh, Scotland. In both schools, which receive students from all parts of the world, the programme of teaching emphasizes general principles rather than specific ones applicable to only certain conditions and problems of particular countries.

Vth Hygiene and Preventive Medicine Congress, Rome 1968, *Informations sociales*, Paris, 1969, No. 3.

The question may be asked whether voluntary organizations still have a place in educative and social medicine.

In fact, in every country, voluntary workers are rare and voluntary organizations have to appeal to the national treasury. Moreover, the elimination of each particular social scourge requires an appropriate organization. However, resources are limited. Sometimes there is a committee, even several, for a single disease, which is a useless dispersal of effort.

By contrast, it would appear desirable that one agency alone should study all problems relative to prevention and hygiene education.

It is clear from this symposium that a twofold line of conduct is necessary for voluntary organizations in their dealings with public authorities: to urge adoption of measures in this field and then to back up the action taken. It is not sufficient merely to decide on a number of compulsory measures, the population must be informed about them. For a policy of preventive medicine to be really effective, there must be "militant health teams" to contribute to the public education to improve hygienic and social practices.

Voluntary organizations are still useful, but to be effective they must periodically revise their methods.

Outlook on Medical Data Processing, by A. Besson, *Médecine et Hygiène*, 1968, No 837.

The neologism "data processing" is used to imply a present-day phenomenon, perhaps a science; the collection and judicious use of significant information. There is no doubt that medical science will progress in extraordinary fashion under the influence of such methods of investigation. Nevertheless, application of data processing to medical work is difficult. It is true that our examination, diagnostic and treatment techniques are subject to rules, but either these rules may be adapted to all situations, in which case they can be expressed only in encyclopaedias, or they are adumbrated, simplified so that they can be easily transmitted, and consequently are not valid for a particular patient. (*Summary.*)

EXTRACT FROM THE STATUTES OF
THE INTERNATIONAL COMMITTEE OF THE RED CROSS

(AGREED AND AMENDED ON SEPTEMBER 25, 1952)

ART. 1. — The International Committee of the Red Cross (ICRC) founded in Geneva in 1863 and formally recognized in the Geneva Conventions and by International Conferences of the Red Cross, shall be an independent organization having its own Statutes.

It shall be a constituent part of the International Red Cross.¹

ART. 2. — As an association governed by Articles 60 and following of the Swiss Civil Code, the ICRC shall have legal personality.

ART. 3. — The headquarters of the ICRC shall be in Geneva.

Its emblem shall be a red cross on a white ground. Its motto shall be "Inter arma caritas".

ART. 4. — The special rôle of the ICRC shall be:

- (a) to maintain the fundamental and permanent principles of the Red Cross, namely: impartiality, action independent of any racial, political, religious or economic considerations, the universality of the Red Cross and the equality of the National Red Cross Societies;
- (b) to recognize any newly established or reconstituted National Red Cross Society which fulfils the conditions for recognition in force, and to notify other National Societies of such recognition;

¹ The International Red Cross comprises the National Red Cross Societies, the International Committee of the Red Cross and the League of Red Cross Societies. The term "National Red Cross Societies" includes the Red Crescent Societies and the Red Lion and Sun Society.

- (c) to undertake the tasks incumbent on it under the Geneva Conventions, to work for the faithful application of these Conventions and to take cognizance of any complaints regarding alleged breaches of the humanitarian Conventions;
- (d) to take action in its capacity as a neutral institution, especially in case of war, civil war or internal strife; to endeavour to ensure at all times that the military and civilian victims of such conflicts and of their direct results receive protection and assistance, and to serve, in humanitarian matters, as an intermediary between the parties;
- (e) to contribute, in view of such conflicts, to the preparation and development of medical personnel and medical equipment, in co-operation with the Red Cross organizations, the medical services of the armed forces, and other competent authorities;
- (f) to work for the continual improvement of humanitarian international law and for the better understanding and diffusion of the Geneva Conventions and to prepare for their possible extension;
- (g) to accept the mandates entrusted to it by the International Conferences of the Red Cross.

The ICRC may also take any humanitarian initiative which comes within its rôle as a specifically neutral and independent institution and consider any questions requiring examination by such an institution.

ART. 6 (first paragraph). — The ICRC shall co-opt its members from among Swiss citizens. The number of members may not exceed twenty-five.

SOME PUBLICATIONS OF THE ICRC

The Geneva Conventions of August 12, 1949. 2nd Ed. 1950, 8vo, 245 pp. Sw.Fr. 9.—.

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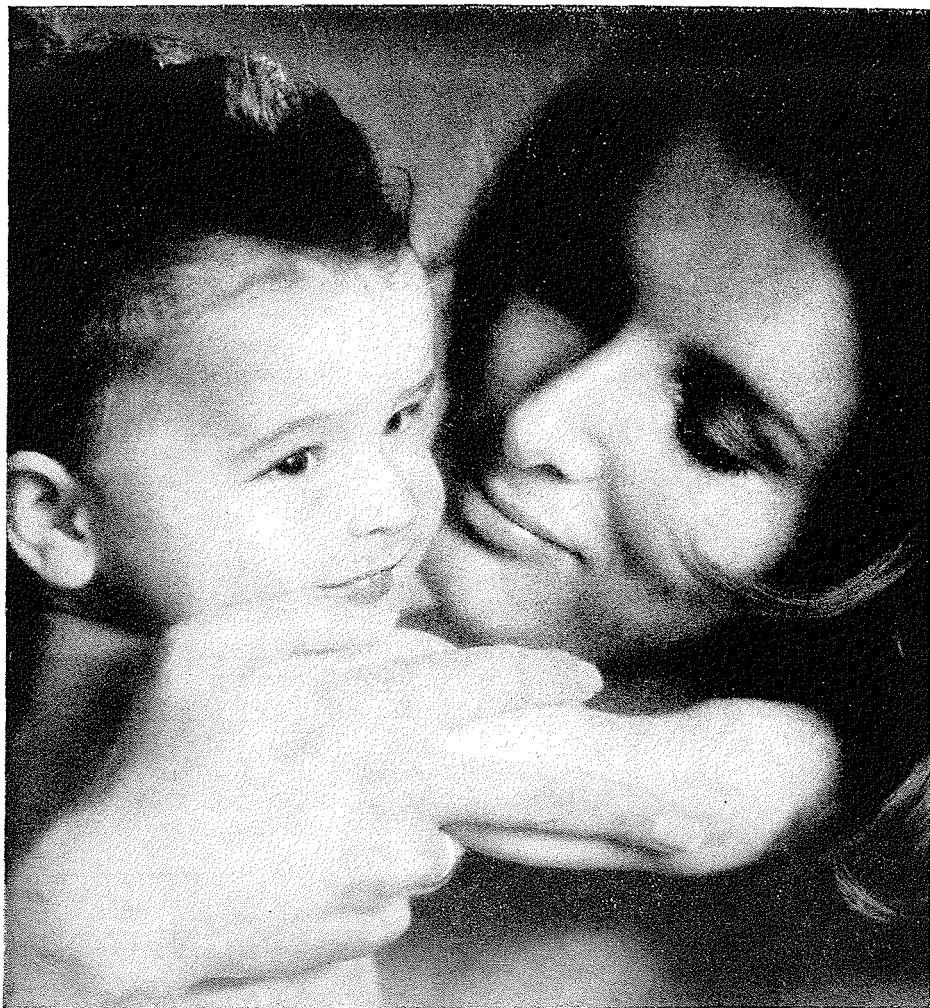
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SCHWARZ, Gertrud. **Table des matières de la Revue internationale de la Croix-Rouge 1939-1961.** 1963, 8vo, 127 p. Sw.Fr. 5.—.

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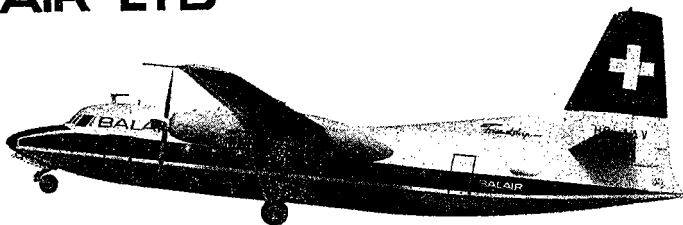


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- AUSTRALIA — Australian Red Cross, 122-128 Flinders Street, *Melbourne, C. 1*.
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